

promote and regulate cluster development. Residential cluster zoning provisions should require the use of legal restrictions to ensure the preservation of lands which are to be permanently preserved in agricultural or other open space use.

Land Use Plan Implementation for Prime Agricultural Areas: Areas which have been designated as prime agricultural land should be placed into an exclusive agricultural zoning district, which permits only agricultural and agriculture-related uses. Such a district should provide for a minimum parcel size of 35 acres and prohibit incompatible urban development. No structure or improvement should be permitted unless it is consistent with agricultural use. In general, residences should be limited to those required for the farmer, farm laborers, and parents and children of the farmer.

Purchase of development rights programs, programs which involve the use of public or private funding to acquire development rights to privately held lands, thereby ensuring the permanent preservation of such lands in agricultural use, may be used to supplement protective agricultural zoning.

Land Use Plan Implementation for Environmental Corridors: Areas which have been identified as primary environmental corridors, secondary environmental corridors, and isolated natural resource areas occur within both urban and rural development areas and within prime agricultural areas. Environmental corridors and isolated natural resource areas should be placed in one of several zoning districts, depending upon the type and character of the natural resource features to be preserved and protected. All lakes, rivers, streams, wetlands, and associated undeveloped floodlands and shorelands should be placed in lowland conservancy or floodplain protection districts. Upland woodlands and areas of steep slopes should generally be placed in appropriate upland conservancy, rural-density residential, or park and recreation districts. Through proper zoning, residential development should be confined to upland environmental corridors, excluding areas of steep slopes, and should be limited to a density of no more than one dwelling unit per five acres, with provision made as may be appropriate for clustering. Zoning applied to the environmental corridors should, however, accommodate necessary public facilities, such as crossings by streets and highways, utility lines, and engineered flood control facilities, but should require that the location, design, and development of the facilities concerned be sensitive to the protection of the existing resource features, and require that, to the extent possible following construction, disturbed areas be restored to preconstruction conditions.

Other Land Use Plan Implementation Measures: Adoption of local official maps can contribute significantly to the implementation of the recommended County land use plan. Local units of government should prepare and adopt local official maps pursuant to Section 62.23(6) of the Wisconsin Statutes, showing thereon lands needed for future public use as streets, highways, transit ways, parkways, drainageways, parks and playgrounds. The official map should be amended from time to time to incorporate the additional street and other public land requirements identified in detailed neighborhood unit development plans or rural area development plans, as those plans are prepared over time.

Land subdivision ordinances should be adopted by the County and local units of government as a basis for the review and approval of subdivision plats and certified survey maps. Any proposed departure from adopted land use plans should be carefully considered and approved only if such departures are found to be in the public interest. It should be noted that the existing Waukesha County subdivision control ordinance applies only to the statutory shorelands within the unincorporated area of the County. The plan recommends that the County strengthen its ability properly to review proposed land divisions throughout the County, building on the County land division approval authority provided by State law in the unincorporated territory of the County and the land division objection authority provided by State law in the incorporated territory of the County. The objection authority extends to any conflicts with park, parkway, major highway, airport, drainageways, schools, or other planned public developments. A uniform Countywide approach could be accomplished by enacting a comprehensive land division ordinance providing appropriate guidelines and standards for use by the County when exercising both its approval and its objection authorities. With such an ordinance in place, the County would be able to strengthen plan implementation efforts, particularly in those cases where the County and towns are not able to adjust existing zoning in accordance with the plan.

## HOUSING PLAN

While there has been substantial growth in the housing stock in the County over the past several decades, there is nevertheless a shortage of affordable housing. That shortage limits the opportunity of workers to live in the County, where continued economic growth is dependent in part upon the continued growth in the resident labor force; necessitates longer work trips for those unable to secure housing near their place of work; and results in

physical and economic hardship for certain households. The housing element of the County development plan is intended to guide the County and local units of government and the private sector in efforts to increase the supply of affordable housing.

#### Affordable Housing Allocation Strategy

A key component of the housing plan element is an affordable housing allocation strategy which indicates the total number of affordable housing units that should be provided within the County during the period from 1990 to 2010 and recommends a geographic distribution of those housing units within the County. Underlying the affordable housing allocation strategy is the principle that areas which provide a full range of employment opportunities should provide a full range of housing opportunities. The proposed allocations should not be considered quotas; rather, they should be considered as targets indicating the scale of effort in the provision of affordable housing that is warranted by historical and anticipated future job growth. The allocation strategy is thus intended to serve as a guide for concerted efforts on the part of the public and private sectors to ensure the provision of affordable housing commensurate with job growth.

The allocation strategy recommends the provision of a total of about 11,300 affordable housing units within the County between 1990 and 2010. Of that overall goal, about 1,900 housing units, or 17 percent, relate to, and are intended to eliminate, existing substandard and overcrowded housing conditions in the County. The other 9,400 units, or 83 percent of the overall goal, relate directly to the expanding employment opportunities within the County. Specifically, about 6,500 units relate to an existing shortage of affordable housing for persons who already work in the County but cannot afford to live in the County and about 2,900 units relate to the additional housing need attendant to employment growth anticipated between 1990 and 2010.

The housing allocation strategy recommends the geographic distribution of the required affordable housing among nine planning analysis areas in the County, each consisting of a community or group of contiguous communities. Each such area was assigned a share of the overall affordable housing goal for the County in direct relation to the incidence of substandard and overcrowded housing conditions in the area, the area's current employment level, and anticipated future employment growth in the area. The allocation strategy also took into account past efforts in the provision of

affordable housing in each area, reducing or increasing the recommended goal in accordance with previous efforts. Among the nine planning analysis areas, the affordable housing goals ranged from about 160 housing units in the Dousman-Eagle area to about 2,880 housing units in the Waukesha-Pewaukee area.

#### Housing Plan Implementation

The housing allocation strategy accomplishes an important, but limited, function: it establishes affordable housing goals for the County and subareas of the County. The allocation by itself, however, does not result in the provision of any additional affordable housing. The provision of affordable housing in accordance with the housing allocation strategy will require concerted efforts on the part of private and nonprofit entities working in collaboration with local units of government and the County.

The provision of additional affordable housing as recommended in the allocation strategy will require some revision of local zoning ordinances. The plan recommends that each community in the County containing land within an existing or proposed public sanitary sewer service area review its residential zoning district regulations and revise those regulations as appropriate so as to provide for a full range of housing structure types, single-family, two-family, and multi-family, and to allow for minimum size dwellings on minimum-size lots in some areas. The plan further recommends that each such community should consider establishing planned unit development provisions in its zoning ordinance, since the design of sites involving smaller dwelling units and higher density may be significantly enhanced through planned unit development techniques.

The housing plan further recommends that existing public and quasi-public housing agencies, including Community Housing Initiative, Inc., the Waukesha County Lender Consortium, the Waukesha County Homebuyer Program, the Waukesha County Community Development Block Grant Board, the Waukesha County Housing Authority, the City of Waukesha Housing Authority, and the City of New Berlin Housing Authority, continue to pursue efforts to provide affordable housing in the County. Owing to a dramatic decrease in Federal funding of housing assistance programs during the 1980s, these local agencies have been called upon to assume a greater role in addressing housing problems. The housing plan recommends that these agencies continue to explore new and innovative

ways to provide affordable housing, leveraging the maximum of private sector involvement possible in such efforts.

Over the past several years, the County Executive's Office has assumed a leading role in coordinating housing programs within the County and sponsoring new housing initiatives. The housing plan recommends that the County Executive's Office continue that role in the immediate future, recognizing that the County Executive may wish to transfer that role to another county department at some time.

## TRANSPORTATION PLAN

Development of Waukesha County in accordance with the recommended County land use plan through the year 2010 and beyond will require major improvements to the County transportation system. Chapter XII of this report presented an arterial street and highway system plan and a public transit system plan intended to serve the County through the year 2010. It also described additional functional improvements to the arterial street system and additional public transit services which may be expected to be required to serve the County under full development of the recommended County land use plan, conditions which, as already noted, are not likely to be achieved until after the year 2050.

### Arterial Streets and Highways

The arterial street and highway system plan included in the County development plan is the system plan recommended for Waukesha County under the year 2010 regional transportation system plan, adopted by the Waukesha County Board of Supervisors in June 1995 and reaffirmed in the second-generation jurisdictional highway system plan for the County adopted by the County Board in July 1995. The proposed arterial street and highway system would adequately serve and support the pattern of urban land uses in the County envisioned under the year 2010 stage of the recommended County land use plan.

The recommended year 2010 arterial street and highway system plan for the County consists of 774 center line miles of arterial facilities (see Map 94 in Chapter XII). This represents an increase of 58 centerline miles over the arterial system as it existed in 1991 and includes 26 miles of new facilities proposed to be constructed and 32 miles of existing land-access and collector streets proposed to be converted to arterial facilities by the year 2010. About 134 miles of existing facilities included in the proposed 774-mile arterial street and highway

system would be widened to provide additional travel lanes. Under the plan, then, the capacity of the arterial street system in the County would be expanded through widening or new construction by a total of 160 miles, nearly a 21 percent expansion of the capacity of the 774-mile system. The rest of the proposed system, 614 miles, consists of existing facilities which would need to be preserved through resurfacing or reconstruction, as appropriate.

Under the year 2010 plan, State trunk highways would account for about 230 miles, or 30 percent, of the total system mileage within the County; County trunk highways would account for about 413 miles, or 53 percent; and local trunk highways would account for about 131 miles, or 17 percent.

Total capital costs of the arterial street and highway system, that is, the cost required for system expansion, including related land acquisition costs and system preservation costs, would approximate \$694 million in 1994 dollars. The State trunk highways account for \$393 million, or 57 percent of the capital cost; the County trunk highways account for \$243 million, or 36 percent; and the local trunk highways account for \$58 million, or 8 percent.

With respect to the County component of the arterial street and highway system plan, it should be noted that the average annual capital expenditure required by the County would approximate \$15.25 million. This compares to an annual anticipated availability of funds or capital outlay of \$11.19 million, including an annual average capital outlay for highways by Waukesha County of \$4.08 million, equal to the annual average capital outlay over the years 1988 through 1993; an average availability of \$4.00 million in Federal and State capital aids; and an annual average availability of \$3.11 million in State general transportation aids.

Growth in the County after the year 2010 envisioned under the buildout land use plan would necessitate arterial street and highway improvements beyond those recommended in the year 2010 arterial street and highway system plan. A total of 108 miles of facilities included in the 2010 arterial system plan, including 16 miles of freeway and 92 miles of standard arterial streets, would have to be widened to accommodate the buildout conditions. In addition, the arterial system would have to be expanded by including Guthrie Road between Sunset Drive and STH 164; by extending Springdale Road from Capitol Drive (STH 190) to Lisbon Road (CTH K); and by constructing an arterial